

## Message Text

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ACTION ARA-14

INFO OCT-01 ISO-00 ARAE-00 SSO-00 CIAE-00 DODE-00  
PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01  
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O R 091310Z JUN 77  
FM AMEMBASSY QUITO  
TO SECSTATE WASHDC IMMEDIATE 4651  
WHITE HOUSE IMMEDIATE  
AMCONSUL RECIFE IMMEDIATE  
AMEMBASSY BOGOTA  
AMEMBASSY CARACAS  
AMEMBASSY LA PAZ  
AMEMBASSY LIMA  
AMEMBASSY SANTIAGO  
USIA WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 QUITO 3815

RECIFE FOR MRS. CARTER'S PARTY

LIMA PASS TO AMBASSADOR BLOOMFIELD

E.O. 11652: GDS  
TAGS: OVIP EC, (MRS. ROSALYNN CARTER)  
SUBJ: MRS CARTER'S VISIT TO QUITO, ECUADOR, JUNE 1-3

1. SUMMARY: DESPITE SOME PLANNING HESITANCY BY GOE OFFICIALS AND A SOMEWHAT SHAKY START, MRS. CATRTER, VISIT TO ECUADOR TURNED OUT TO BE IMMENSELY SUCCESSFUL. IT ACHIEVED THE OBJECTIVES OF IDENTIFYING THE US CLOSELY WITH ECUADOR'S EFFORTS TO RETURN TO DEMOCRACY, IT HELPED UNDERSCORE OUR CONCERN ABOUT THE SECURITY SITUATION IN THE ANDEAN SUB-REGION, AND HELPED TO FOSTER A MYSTIQUE WHICH SHOULD HELP PROMOTE A MORE INTIMATE AND COOPERATIVE RELATIONSHIP IN THE FUTURE. END SUMMARY.

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2. WHAT TURNED OUT TO BE AN IMMENSELY SUCCESSFUL VISIT BY MRS. CARTER BEGAN IN THE PLANNING STAGES WITH GOE UNCERTAINTY AS TO HOW TO DEAL WITH SOMEONE WHO WAS AT THE SAME TIME A FIRST LADY (I.E., CEREMONIAL) AND THE PRESIDENT'S PERSONAL REPRESENTATIVE (I.E. SUBSTANTIVE). THERE WERE ADDITIONAL CONCERNS ABOUT THE EFFECT THE ALTITUDE WOULD HAVE ON HER MOVEMENTS AND BY FONOFF

OFFICIALS AS TO WHAT EXTENT THEIR MILITARY SUPERIORS WOULD ACCEPT PROPOSED ACTIVITIES FOR MRS. CARTER THAT OBVIOUSLY SUPPORTED THE GOE'S AVOWED (BUT CONTROVERSIAL IN SOME CIRCLES) POLICY TO RETURN GOVERNMENT TO CIVILIAN RULE. THE "MACHISMO" ARGUMENT IM-PUTED TO HER LATIN HOSTS BY SOME US MEDIA WAS NEVER A FACTOR HERE.

3. THE VISIT ALSO REQUIRED LAST MINUTE SHIFTS IN THE VENUE OF SOME EVENTS BECAUSE OF THE DEATH OF THE AMBASSADOR'S FATHER (WHO RESIDED WITH HIM IN QUITO) ON THE DAY BEFORE MRS. CARTER'S ARRIVAL, AND AFTER THE AMBASSADOR HAD ALREADY DEPARTED FOR COSTA RICA TO ACCOMPANY AND BRIEF MRS. CARTER ON THE PLANE FROM SAN JOSE TO QUITO. CONSULTATIONS WITH THE FOREIGN MINISTRY, MRS. CARTER'S STAFF, AND THE AMBASSADOR RESULTED IN A DECISION THAT THE AMBASSADOR WOULD PARTICIPATE ONLY IN THE "SUBSTANTIVE" MEETINGS AND EVENTS BUT IN NO SOCIAL EVENTS, THAT MRS. CARTER WOULD BE LODGED IN A HOTEL INSTEAD OF THE RESIDENCE, THAT ALL SCHEDULED ACTIVITIES WOULD BE PERFORMED, AND THAT THE LARGE INFORMAL LUNCH WOULD BE HELD AT THE DCM'S RESIDENCE RATHER THAN AT THE AMBASSADOR'S. THIS DECISION WAS REACHED AS THE BEST SOLUTION TO ENSURE THE SUCCESS OF MRS. CARTER'S VISIT, TO DEMONSTRATE THE PROPER RESPECT FOR THE AMBASSADOR'S DECEASED FATHER, AND TO TAKE INTO ACCOUNT PUBLIC OPINION IN BOTH ECUADOR AND THE US.

4. THE VISIT BEGAN IN THE LATE AFTERNOON OF JUNE 1 WITH A WINDY AIRPORT ARRIVAL CEREMONY THAT WAS MARRED BY THE FAILURE OF THE SOUND SYSTEM TO CAPTURE HER REMARKS. THE DESIRED GREATER PUBLIC IMPACT WAS ATTAINED, HOWEVER, BY EXTENSIVE MEDIA COVERAGE THROUGHOUT THE COUNTRY AND BY PULLICATIONS OF HER ARRIVAL STATEMENT. MRS. CARTER'S REMARKS  
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TO THE AMERICAN COMMUNITY AND HER SPONTANEOUS DECISION TO SHAKE HANDS WITH THE VVE HUNDRED PLUS PERSONS PRESENT AS THEY LEFT THE GATHERING PLACE CAPURED THEIR HEARTS. THE PRINCIPAL EVENTS IN TERMS OF US-ECUADOREAN RELATIONS OCCURED ON JUNE 2, AND WERE EXECUTED FLAWLESSLY IN BOTH FORM AND SUBSTANCE. THE DEPARTURE CEREMONY WAS LIKEWISE CARRIED OUT PERFECTLY.

5. THE HIGHLIGHTS OF MRS. CARTER'S VISIT TURNED OUT TO BE THE SUBSTANTIVE DISCUSSIONS WITH THE SUPREME COUNCIL AND ITS AD-VISORS, THE VISIT TO THE SUPREME ELECTORAL TRIBUNAL, BOARD SPECTRUM ATTENDENCE AT A LUNCHEON HOSTED BY THE DCM, AND HER REMARKS ABOUT PERUVIAN ARMS PURCHASES AT HER PRESS CONFERENCE. OTHER EVENTS ALSO WENT OFF WELL. THE VISIT TO THE WORKING BOYS' CENTER PROVIDED A POIGNANT SETTING FOR PHOTOGRAPHERS, IDENTIFIED MRS. CARTER WITH THE ASPIRATIONS OF LOWER CLASS WORKING PEOPLE FOR A BETTER LIFE, AND EMPHASIZED US ASSISTANCE, BOTH PUBLIC AND PRIVATE, TO A VERY WORTHWHILE AND UNIQUE ENDEAVOR. THE BANQUET HOSTED BY THE SUPREME COUNCIL PROVIDED

AN OPPORTUNITY FOR MRS. CARTER TO BE WITH A LARGE SEGMENT OF ECUADOREAN OFFICIALDOM.

6. THE GOE USED THE OPPORTUNITY OF FORMAL DISCUSSIONS WITH MRS. CARTER TO GET ACROSS THEIR FEARS ABOUT THE PERUVIAN ARMS BUILD-UP AND THEIR DESIRE FOR GREATER SECURITY COOPERATION WITH THE US. GOE OFFICIALS ATTEMPTED TO RECONCILE THEIR NEED FOR CERTAIN US WEAPONS SYSTEMS WITH THE ADMINISTRATION'S NEW ARMS TRANSFER POLICY BY ARGUING THAT AS A FRIEND OF THE US, ECUADOR NEEDED HELP IN OVERCOMING THE ARMS IMBALANCE. ALTHOUGH PROMISING NOTHING CONCRETE, MRS. CARTER'S PROMISE TO CONVEY THEIR VIEWS TO THE PRESIDENT SEEMED TO PLACATE THE ECUADOREANS FOR THE MOMENT.

7. ALTHOUGH THE SUBSTANTIVE DISCUSSIONS WERE EXTENDED FROM 1 1/2 HOURS TO 3 HOURS PLUS, THE ECUADOREAN SIDE DEALT SO LONG ON ITS SECURITY PROBLEMS THAT NO TIME WAS LEFT FOR THEM TO  
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RAISE ECUADOR'S AND VENEZUELA'S EXCLUSION FROM GSP BENEFITS BECAUSE OF THEIR MEMBERSHIP IN OPEC, WHICH IS A VERY STRONG IRRITANT IN OUR RELATIONS WITH THESE COUNTRIES. THIS FAILURE OBVIOUSLY CAUSED SOME POST-MORTEM CHAGRIN TO THE GOE WHICH HASTENED TO FABRICATE AN EXCHANGE ON THE SUBJECT THAT IT RELEASED TO THE PRESS THE SAME DAY. THE LANGUAGE WAS NEUTRAL AND UNOBJECTIONABLE.

8. IN A PRESS CONFERENCE HELD AFTER THE INFORMAL LUNCH, MRS. CARTER COMMENTED ON HER DISCUSSIONS WITH THE SUPREME COUNCIL, AND IN RESPONSE TO A REPORTER'S QUESTION, STATED THE USG'S UNDERSTANDING OF ECUADOR'S CONCERN OVER PERUVIAN ARMS PURCHASES. THIS HAS BEEN COMMENTED UPON FAVORABLY BY MANY GOE OFFICIALS TO EMBASSY OFFICERS, AND IS BEING REGARDED AS A SIGN THAT THE US IS NOT OBLIVIOUS TO WHAT ECUADOREANS REGARD AS A THREAT TO THEIR NATION'S SECURITY.

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FM AMEMBASSY QUITO  
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C O N F I D E N T I A L SECTION 2 OF 2 QUITO 3815

RECIFE FOR MRS. CARTER'S PARTY

LIMA PASS TO AMBASSADOR BLOOMFIELD

9. MRS. CARTER'S CALL ON THE SUPREME ELECTORAL TRIBUNAL (SET), WHICH IS TO SUPERVISE THE COUNTRY'S RETURN TO CIVILIAN RULE WITHIN THE NEXT YEAR, WAS THE SYMBOLIC HIGHLIGHT OF THE VISIT. SET PRESIDENT (FORMER PRESIDENT OF ECUADOR AND OAS SECGEN) GALO PLAZA SHREWDLY EXPLOITED THE VISIT TO ITS FULL POTENTIAL IN BUTTRESSING THE PROCESS TOWARD DEMOCRATIC GOVERNMENT. IN ADDITION TO ARRANGING FULL MEDIA TREATMENT, PLAZA USED THE OCCASION TO EXPATiate ON THE INTERNATIONAL BROTHERHOOD OF DEMOCRACY WHICH WAS UNDERLINED BY MRS. CARTER'S PRESENCE. THE DEMOCRATIC THEME WAS REPEATED BY MRS. CARTER SEVERAL OTHER TIMES IN PUBLIC STATEMENTS WHICH RECEIVED RAPID AND FAVORABLE ATTENTION. CONFIDENTIAL

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PLAZA LATER TOLD EMBOFF THAT MRS. CARTER'S CALL ON THE SET AND HER PUBLIC REMARKS HELPED TO MAKE HIS COUNTRY'S RETURN TO DEMOCRATIC GOVERNMENT MORE PROBABLE.

10. THE DEMOCRATIC MOTIF WAS FURTHER EMPHASIZED AT THE LUNCHEON GIVEN IN MRS. CARTER'S HONOR BY THE DCM. WITH MRS. CARTER AS A DRAWING CARD, THE MOST DIVERSE GROUP OF ECUADOREAN POLITICIANS ASSEMBLED SINCE THE BEGINNING OF MILITARY RULE ATTENDED. THE DIVERSITY AND THE ABSENCE OF MILITARY INVITEES (IN REALITY, A FORTUITOUS COINCIDENCE ARISING FROM EMBASSY'S DESIRE NOT TO DUPLICATE THE GUEST LIST FOR GOE BANQUET) WAS INTERPRETED BY THE INVITEES AND THE PRESS AS OUR SUBTLE ENCOURAGEMENT OF CIVILIAN RULE, AND MEDIA COVERAGE STRESSING THIS THEME HAS RECEIVED FRONT-PAGE AND EDITORIAL COMMENTARY--ALL EMBARRASS-

INGLY FAVORABLE.

11. THERE WERE TWO MINOR FLAWS IN THE VISIT. THE ONLY OBSERVED ANTAGONISM TO THE VISIT, A BRIEF ROCK-THROWING AND TEAR GAS SKIRMISH BETWEEN POLICE AND STUDENTS THAT WAS AN ADJUNCT TO STUDENT PROTEST RELATED TO A TEACHER'S STRIKE, WAS EXAGGERATED OUT OF PROPORTION BY THE US PRESS ACCOMPANYING MRS. CARTER (SEE QUITO 3723). ALSO, IN THE BANQUET TOAST, MRS. CARTER'S MENTION OF THE RIO TREATY AS ONE OF THE CONTRIBUTORS TO A GENERATION OF PEACE IN SOUTH AMERICA WAS MISINTERPRETED BY SOME IN ATTENDANCE AS REFERRING TO THE ODIOS RIO PROTOCOL WHICH ENDED THE PERU-ECUADOR WAR OF 1941. THE EMBASSY HAS ISSUED A CLARIFICATION TO THE PRESS, WHICH WAS PUBLISHED AND EMBASSY OFFICERS HAVE MADE THE POINT CLEAR IN COVERSATIONS WITH MANY GOE OFFICIALS.

12. BOTH MRS. CARTER'S VARIOUS ECUADOREAN INTERLOCUTORS AS WELL AS THE PUBLIC AT LARGE SEEMED IMMENSELY IMPRESSED WITH HER WORDS AND ACTIONS DURING THE SHORT STAY. THE CHARACTERISTICS MOST COMMENTED ON WERE HER NATURAL FRIENDLINESS AND UNFLAPPABILITY (E.G., DURING MIKE FAILURE.) HER ABILITY TO DISCUSS INTELLIGENTLY THE MOST COMPLEX PROBLEMS OF OUR BILATERAL

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RELATIONSHIP APPEARED TO SURPRISE A FEW AND THEREBY PROBABLY HAD A MORE POWERFUL IMPACT. THE SUPREME COUNCIL, FOR INSTANCE, SEEMED TO GO AWAY FROM THE SUBSTANTIVE DISCUSSION WITH THE IMPRESSION THAT THEY HAD BEEN FAIRLY LISTENED TO, UNDERSTOOD, AND THAT THEY MAY HAVE A FRIEND AT COURT. THE FOLLOW-UP ON MATTERS OF CONCERN TO THE GOE WHICH WERE DISCUSSED BY MRS. CARTER WILL NOW BECOME VERY IMPORTANT.

13. MEDIA TREATMENT PRIOR TO MRS. CARTER'S ARRIVAL WAS CAUTIOUS AT BEST. HOWEVER, AFTER HER JUNE 2 ACTIVITIES THERE WAS A DRAMATIC SWITCH TO AN OVERWHELMING FAVROABLE EDITORIAL POSTURE. ALL MEDIA FROM THE MOST LIBERAL TO THE MOST CONSERVATIVE PRAISED HER CONDUCT, GENERALLY MAKING THE POINT THAT WHILE NO SPECIFIC AGREEMENTS MAY HAVE BEEN REACHED, NEVERTHELESS, THE GROUND WORK HAD BEEN LAYED FOR FUTURE IMPROVEMENT IN BILATERAL RELATIONS.

14. IN SUMMARY, AT THE BEGINNING OF THE TRIP, WE HOPED THAT MRS. CARTER'S VISIT WOULD (A) IDENTIFY THE US WITH THE PROCESS TOWARD DEMOCRACY IN ECUADOR, (B) ALLOW FOR A FULL DISCUSSION ON BILATERAL ISSUES SUCH AS SECURITY ASSISTANCE AND GSP, AND (C) HELP FOSTER A MYSTIQUE WHICH MIGHT LEAD TO A MORE INTIMATE AND COOPERATIVE BILATERAL RELATIONSHIP IN GENERAL. EXCEPT FOR THE ABSENCE OF A DISCUSSION OF GSP (WHICH WAS PRODUCTIVELY HANDLED IN SUBORDINATE TALKS BETWEEN MESSRS. TODMAN AND PASTOR AND KEY FOREIGN MINISTRY OFFICIALS), ALL OBJECTIVES WERE ATTAINED.

FURTHER, THE DECISION MADE BY THE AMBASSADOR TO PARTICIPATE ONLY IN THE "WORK ASPECTS" OF MRS. CARTER'S VISIT WHILE FOREGOING "SOCIAL"EVENTS OUT OF RESPECT FOR HIS FATHER GAINED FOR THE AMBASSADOR AND THE USG MANY EXPRESSIONS OF ADMIRATION BY THE GOE AND THE PUBLIC.

15. WHAT IS MOST SIGNIFICANT ABOUT MRS. CARTER'S VISIT IS THAT SHE EVEN CAME AT ALL. SHE IS THE MOST IMPORTANT US REPRESENTATIVE TO VISIT ECUADOR SINCE VICE PRESIDENT NIXON CAME NEARLY TWO DECADES AGO. AS AN EXAMPLE OF THE DIFFICULTIES  
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IN ARRANGING HIGH-LEVEL VISITS, WHEN SECRETARY KISSINGER PLANNED TO COME IN 1976, THE GOE DISINVITED HIM BECAUSE OF THE BILATERAL PROBLEM CAUSED BY THE GSP EXCLUSION CLAUSE. MRS. CARTER'S VISIT THEREFORE SYMBOLIZED A RENEWED INTEREST BY BOTH REPEAT BOTH SIDES IN ESTABLISHING A BETTER RELATIONSHIP THAN HAS BEEN THE CASE FOR MOST OF THE PERIOD SINCE 1960. BUT IF SUCH A TENDENCY TOWARD IMPROVEMENT IS TO ADVANCE FROM THE STAT OF GOOD INTENTIONS, THE SYMBOLS MUST BE FOLLOWED BY DEEDS. ECUADOR HAS ROOM TO BE MORE COOPERATIVE IN MULTIALTERAL FORA AND IN FISHING. HOWEVER, THE US WOULD SEEM TO BE IN A BETTER POSITION THAN ECUADOR AT THE MOMENT IN BEING RESPONSIVE TO ECUADOR'S CONCRETE REQUIREMENTS IN THE SECURITY AREA AND IN GSP. HOW MRS. CARTER'S VISIT WILL BE SEEN IN THE LIGHT OF HISTORY WILL DEPEND UPON WHAT HAPPENS NEXT.  
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## Message Attributes

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